

# **CETA ANNUAL REPORT**

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**1982**

**MISSOURI STATE EMPLOYMENT  
AND TRAINING COUNCIL**

**prepared for**

**GOVERNOR CHRISTOPHER S. BOND**

# **CETA ANNUAL REPORT**

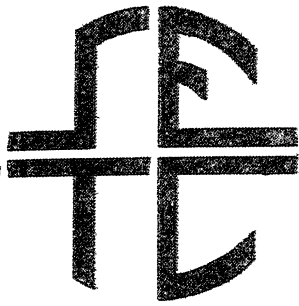
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**MISSOURI STATE EMPLOYMENT  
AND TRAINING COUNCIL**



This report was prepared by the Institute of Applied Research, St. Louis, Missouri, under the direction of the Review and Evaluation Committee of the State Employment and Training Council and was funded by the Governor's Special Grant, Division of Manpower Planning, contract number 63231.

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# STATE EMPLOYMENT AND TRAINING COUNCIL

221 Metro Drive

Jefferson City, Missouri 65101

(314) 751-4750

Christopher S. Bond  
Governor

Barbara Carroll  
Chairperson

December 21, 1982

The Honorable Christopher S. Bond  
Governor, State of Missouri  
Capitol Building  
Jefferson City, Missouri 65101

Dear Governor Bond:

The 1982 Annual Report from the State Employment and Training Council is herewith transmitted to you, fulfilling the requirements of Section 110 (b) (2), of Public Law 95-524. This report pertains primarily to services and other activities funded by the Comprehensive Employment and Training Act (CETA), throughout the State of Missouri.

The Council and its staff have worked diligently to effectively and expeditiously carry out the purposes of the CETA Act, and to implement your priorities through the Governor's Special Grants activities.

The nine Prime Sponsors have done an outstanding job in producing the degree of positive results as reflected in this Report, in spite of the extremely difficult economic climate, and the intense competition for the few jobs that were available.

I consider it a privilege to submit this Report to you, on behalf of the Council. We believe it will be useful to you in your continuing effort to increase jobs in Missouri, and to fill them with qualified people.

Your comments and/or questions will be appreciated.

Sincerely,

Barbara Carroll  
Chairperson

BC/PF/mcl

Enclosure

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# 1 MISSOURI SETC

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## CHAIRPERSON'S REPORT

The State Employment and Training Council was faced with its most serious challenge in Fiscal Year 1982, by the twin specters of: 1) reduced funding on the one hand; and 2) increased need for services because of the pervasive recession and the accompanying loss of job opportunities on the other.

The Council has continued to rely heavily upon its committees and its staff to provide most of its developmental work. Reports, resolutions, and other recommendations have ensued from the committees and have been acted upon by the full Council. Some issues will follow in the form of recommendations.

The Policy Development and Special Projects Committee has devoted a great deal of time to following the development of the new jobs training legislation on the National level, in addition to other issues. The Committee formulated recommendations on the up-coming transitions from CETA to the new legislation, and also developed five priorities to be used in implementing programs to be funded by the Governor's Special Grants. Both recommendations were adopted by the SETC and will be detailed later in the Annual Report.

The Special Grant Program Committee has worked diligently throughout the year. Among other work completed, this Committee reviewed and approved the development of Requests For Proposals (RFPs) soliciting programs dealing with the priorities issued from the Governor's Office and consolidated with those of the Policy Development Committee. The resulting Proposals received were analyzed by staff and reviewed by the Committee. Those proposals which best met the priorities established were accepted for approval, the aggregate cost of all approvals was based upon available funds. The SETC accepted the committee's recommendations.

The Review and Evaluation Committee has met regularly. All Prime Sponsor's Comprehensive Employment and Training Plans were reviewed and comments approved, along with the necessary modifications thereof. The Committee provided oversight of all Prime Sponsor's program operations and State agencies' services, on behalf of the Council, via sub-contract with the Institute of Applied Research. Their work was adopted and approved by the SETC.

The Executive Committee met as necessary and transacted logistical business of the Council, in addition to other routine interim planning functions.

Barbara Carroll  
Chairperson  
State Employment and Training Council

# **SETC RECOMMEN- DATIONS**

In its endeavor to fulfill the mission of the State Employment and Training Council (SETC), the Council has identified some crucial elements which constitutes a professional approach toward effective implementation of employment and training activities. The Council recommends that these elements and the resultant approach be adopted in the transition and implementation of the new job training legislation. An outline of the approach and a resolution adopted by the Council is as follows:

## **I. Policy and Administrative Planning**

Policy planning, performed at the State level, is a broad framework involving goal-setting and policy development on a long-range basis. Within this framework administrative planning, performed at the local level, is concerned with implementing the policies and devising ways to achieve the goals set at the State level.

## **II. Policy Planning**

Policy planning will be accomplished through a partnership among the representatives from the private sector, labor unions, State and local governments and the general public. Responsibility for policy planning will reside with the State.

Strategic planning will consist of the following:

1. Shaping, directing and coordinating employment and training services.
2. Assessing the needs of Missouri industries and populations to be served at the local, regional, and State level.
3. Developing a means for the most effective allocation of resources to insure the greatest positive impact on employment and training.
4. Critically reviewing local employment and training plans to insure responsiveness to the overall policy plan and developing appropriate performance measures to evaluate program performance.
5. Researching, developing and disseminating innovative ideas to improve existing programs and methods for the delivery of employment and training services.

## **III. Administrative Planning**

Administrative planning consists of detailed plans and procedures to insure satisfactory program implementation and performance and to address the objectives stated in the State's policy plan.

Administrative planning will consist of the following:

1. Structuring the local program delivery system within the broad guidelines of the State Policy Plan.

2. Establishing quantitative performance standards such as placement rates and unit costs of programs, to evaluate operator performance.
3. Selecting service providers and negotiating contracts with them.
4. Preparing work plans to guide all facets of the local level program operations and developing final cost estimates.
5. Establishing sound monitoring, reporting and fiscal procedures to manage programs delivered at the local level.
6. Insuring that program delivery is performed in a manner conducive to the achievement of goals set at the State level.

#### IV. Implementation

In addition to policy planning, the Council recognizes the need for further involvement in the implementation of policy decisions. Therefore, the State Employment and Training Council recommends the Governor adopt the following resolutions:

We propose that once a final employment and training bill is passed, the Governor assure statewide participation, including, among others, local elected officials and Private Industry Councils' participation, in the implementation of the Bill. Furthermore, we propose that the State Employment and Training Council assume responsibility for mobilizing this participation. In particular, we propose that the Governor utilize the State Employment and Training Council as a forum for discussing implementation.

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## PROGRAM PRIORITIES

In order to best meet the employment and training service needs in Missouri, the labor market and demographic situation was examined. The priorities listed below were adopted by the SETC to be used in developing programs to be funded by the Governor's Special Grants. The priorities are:

1. **Get the Economy Stimulated.** Retrain workers in skills that are currently in demand in the labor market and upgrade workers' skills to a more marketable level.
2. **Consolidate Employment Gains.** Provide skill training in skill shortage areas and emerging technologies at or above entry level positions.
3. **Pre-employment Skills.** Provide remedial education and training in employability skills to prepare new entrants to participate in the labor market.



4. **Equity Issues.** Identify and serve special targeted groups who have difficulty in entering the labor market.

5. **Counter-cyclical Programs.** Design programs to maintain an individual's attachment to the labor force and provide the participant with temporary income during economic downturns.

In order to maximize the effectiveness of the resources available, the corresponding groups of the CETA eligible populations should receive preference in selection and services.

1. Displaced workers and workers with skill levels in need of upgrading to meet technological advances.

2. Adults with some education and work experience who are relatively well qualified, but who need specific skills training.

3. Those individuals with little or no labor force experience, including youth and adults, with low-level skills.

4. Individuals with special barriers to employment (e.g. the handicapped and ex-offenders).

5. Persons who may have some skills, education and work experience but who are currently unemployed with few prospects of re-employment.

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## **COUNCIL MEMBERS**

The following individuals, appointed to the SETC by Governor Christopher S. Bond, served on the Council during the 1982 fiscal year:

Robert Asel, Department of Elementary and Secondary Education

Joyce Barger, Older Workers

Alex Barlows, Business

Anthony Bartlett, Balance of Jackson County

Barbara Carroll, Business

Donald Clark, St. Louis County

George P. Clark, Labor

Robert Conradi, Business

Bruce Cornett, Division of Employment Security

Chet Dixon, City of Springfield

David Dougherty, Economically Disadvantaged

Judge William Frech, Local Government

Dennis Friedrich, City of Independence

Don Gann, Division of Vocational Rehabilitation

Samella Gates, Kansas City Consortium

Joseph Haley, Agriculture

Gordon Kutscher, Advisory Council on Vocational Education

Ken Lichti, Economically Disadvantaged

Steve Long, Office of Administration  
Michael McManis, Department of Higher Education  
Mary Martin, Female Population  
Debra Morris, Economically Disadvantaged  
Deborah Patterson, City of St. Louis  
Charles Pearl, Labor  
Ronald Ravenscraft, Jefferson-Franklin Counties  
Garland Roberts, Agriculture  
Jerry Rufkahr, St. Charles County  
Robert Schultz, Missouri Valley Human Resources Corp.  
Earleana Scott, Economically Disadvantaged  
Dennis Scott, Minority Population  
Don Shackelford, Veterans  
Paula Smith, Dept. of Labor and Industrial Relations  
Rick Sterling, Balance of State  
Garry Taylor, Department of C.A.R.L.  
Barrett Toan, Department of Social Services  
Mary Wertz, Business  
Earl Wheeler, Labor

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## **SETC COMMITTEES**

### **Executive Committee**

The Executive Committee has the authority to make tentative decisions on behalf of the Council in emergency situations when the full Council is unable to meet. A full report of these decisions must be made to the Council. It is also the responsibility of this committee to develop a tentative annual calendar for Council meetings. In addition, the Executive Committee is required to provide direction to the Special Grant Staff in the development of a comprehensive employment and training program for Special Grants, develop an annual work program and monitor the progress and results, including goals and objectives, for the Council, and make recommendations for the Annual Report.

During fiscal year 1982, the Executive Committee was chaired by the SETC Chairperson, Barbara Carroll. Other committee members included Council Vice Chairperson, Bruce Cornett, and the chairpersons of the other three SETC committees: Rick Sterling, Special Grant Program Committee; Chet Dixon, Policy Development and Special Projects Committee; and Ron Ravenscraft, Review and Evaluation Committee.

### **Special Grant Program Committee**

The responsibilities of this committee are to participate in the development of the request for proposals, review all proposals for the Governor's discretionary funds and make recommendations regarding these proposals, review current programs and provide interim comments to the full Council, and make recommendations for the Annual

## **Report.**

The membership of this committee consisted of: Rick Sterling, Chairperson; Robert Asel; Bruce Cornett; Don Shackelford; Paula Smith; Barrett Toan; and Earl Wheeler.

### **Policy Development and Special Projects Committee**

This committee reviews and makes recommendations on legislation and regulations affecting CETA, examines significant employment and training issues in the state, and makes policy recommendations to improve services. It also makes recommendations for the Annual Report and participates in other special projects as directed by the Council.

This committee was comprised of: Chet Dixon, Chairperson; Robert Comrad; William Frech; Samella Gates; Steve Long; Michael McManis; Deborah Morris; and Garry Taylor.

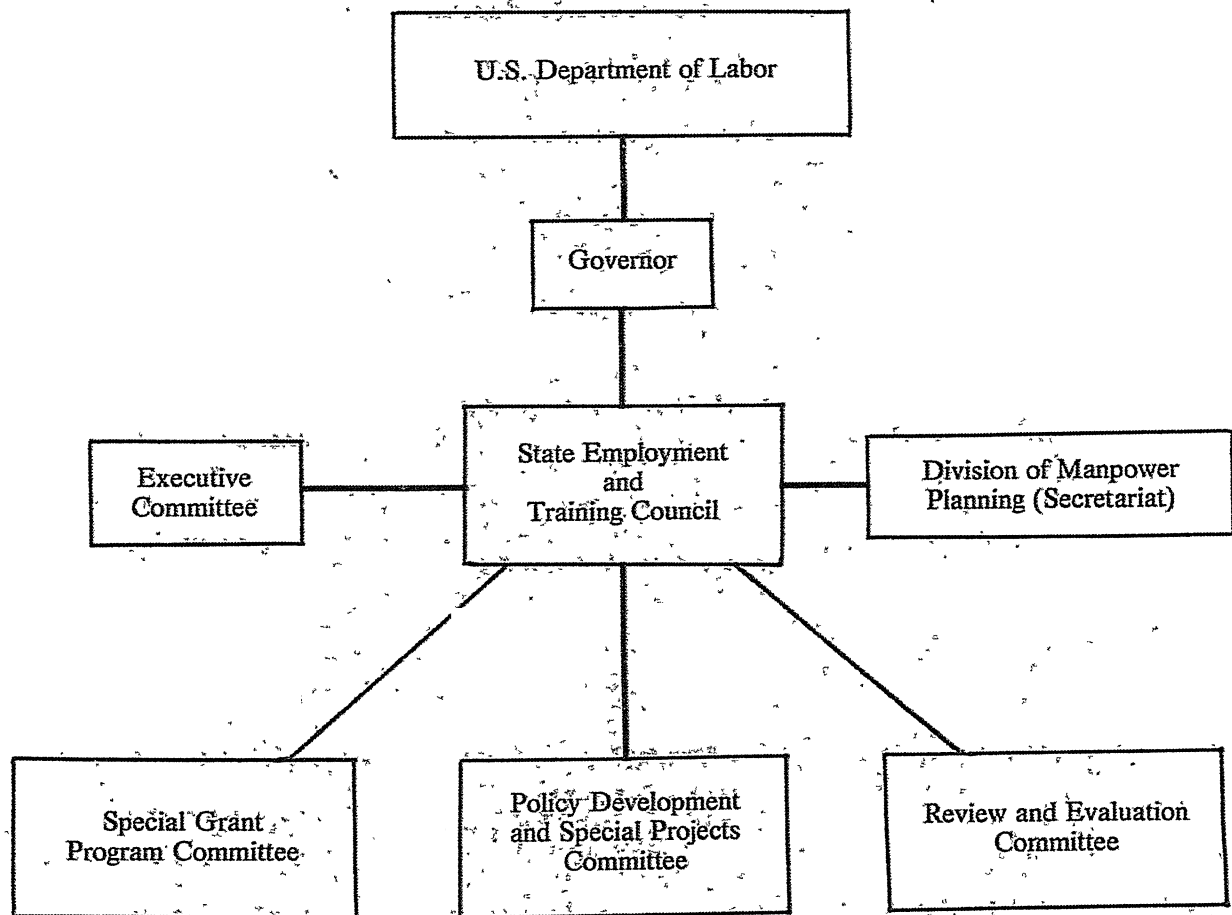
### **Review and Evaluation Committee**

It is the responsibility of this committee to review the operation of programs conducted by each prime sponsor in the state, and to assess the availability, responsiveness, and adequacy of state employment and training services. This committee also makes recommendations to prime sponsors, to agencies providing employment and training services, to the Governor, and to the general public regarding ways to improve the effectiveness of such programs or services. It is also the responsibility of this committee to identify, in coordination with the State Advisory Council on Vocational Education, the employment and training and vocational education needs of the state, and assess the extent to which employment and training, vocational education, vocational rehabilitation, public assistance, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs.

Members of the Review and Evaluation Committee included: Ron Ravenscraft, Chairperson; Joyce Barger; Alex Barlow; David Dougherty; Wayne Flesch; Gordon Kutscher; Ken Licti; and Charles Pearl.



## ORGANIZATIONAL CHART



## 2 OVERVIEW OF CETA

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### CETA LEGISLATION

#### Origins and Objectives

The Comprehensive Employment and Training Act (CETA) was the authorizing legislation for the federal government's basic employment and training funding from 1973 to 1982. The Act was passed by Congress with the aim of consolidating federal employment and training resources. CETA was a successor and, in many ways, a continuation of the employment and training programs that existed since the early 1960s under the Manpower Development and Training Act (MDTA) of 1962 and the Economic Opportunities Act (EOA) of 1964. It made available under one authorization a range of services aimed at improving the employability and earnings of workers without jobs.

Influenced by the War on Poverty, CETA was specifically aimed, not just at the unemployed, but at the "economically disadvantaged." In particular, CETA targeted those segments of the population which historically have experienced a "structural" disadvantage in the labor market, such as minorities, youths, women, and the handicapped.

A central goal of CETA was to improve on MDTA by providing local communities with the resources and the flexibility to operate programs that would meet local needs. Administratively, CETA represented a transferral of decision-making authority at the state and local level from the state employment service, state boards of vocational education, and local community action agencies to local elected officials. Any jurisdiction or consortium of jurisdictions with 100,000 or more residents could qualify to be a CETA prime sponsor, the basic organizational unit in the service delivery system. Funding allocations were based on the relative unemployment and level of poverty experienced within a prime sponsor's area of jurisdiction.

#### Titles and Amendments

Over the years there have been major changes in CETA, often accompanied by dramatic expansion and contraction of the service system. The Act was organized in Titles and has always included programs for adults (primarily served through Title II) and youths (primarily served through Title IV).

**Public Service Employment.** In 1974 the Emergency Jobs and Employment Assistance Act added Title VI to CETA. This title contained new provisions to counteract high unemployment during economic recessions through Public Service Employment (PSE). Continued high unemployment led to the 1976 amendments which separated public service employment into countercyclical and structural components. The former (funded through Title VI) was directed to the victims

of recession and funded by a "trigger formula" which would automatically expand resources when unemployment rose. The latter (under Title II-D) was aimed at providing career entry opportunities, training, and short-term work for persons of limited employability and targeted groups historically under-represented in the labor market even in the best of times.

**CETA Expansion.** Under the economic stimulus package of the Carter administration in 1977, these two public service employment components were more than doubled in response to high and rising unemployment. In addition, a national Skills Training Improvement Program (STIP) was initiated. This program was the source of grants to competitively-selected prime sponsors to provide long-term training linked to the private sector. The HIRE program (funded through Title III) was also launched with an aim of fostering on-the-job training, particularly for Vietnam veterans.

In 1977 the Youth Employment and Demonstration Projects Act (YEDPA) created new categorical programs targeted specifically to youth. In addition, the Summer Youth Employment Program and the Job Corps, which also fell under the CETA umbrella, were enlarged.

**1978 Reauthorization.** CETA was reauthorized in 1978. Congress reaffirmed the central priorities of the Act, however the accountability of prime sponsors was emphasized through tighter monitoring of programs and activities. The reauthorized Act also stressed increased coordination of plans and programs with state agencies which have employment-related functions and with community-based organizations in activities related to economic and community development.

A Private Sector Initiative Program was authorized in the 1978 CETA amendments. PSIP, funded through a separate CETA title (VII), established Private Industry Councils (PICs) in each prime sponsor area to enhance linkage with the private sector. The 1978 amendments also increased the targeting as well as the training emphasis under the structural Public Service Employment Program. The "comprehensive" block grant was modified by additional set-asides for upgrading and retraining, as well as for education-linked activities.

**Retrenchment.** During fiscal year 1980, in the last year of the Carter administration, the PSE program was cut back and CETA's overall budget was reduced substantially. Critics of the system were becoming more vocal. With the 1980 election, and the change in administrations, the end of CETA was in sight.

#### **Transition**

As a result of the many changes made over the years, the CETA system had become highly complicated, more complicated, some critics argued, than the "categorical nightmare" it was designed to replace. At the same time, with the frequent amendments since 1973, CETA



had become increasingly directed from Washington. Process requirements instituted by the Department of Labor eroded the program flexibility of the local sponsor. With funds allocated according to a detailed advance planning process, it became difficult for prime sponsors to initiate a new, responsive program during the program year.

By the time the new administration took power in 1981, support for CETA was waning. Amendments and regulations instituted to improve the system and ensure quality of service came to be seen by many as barriers to the system's fulfilling the flexibility and local control goals of the 1973 Act. The PSE program, in particular, was severely criticized for creating what many labelled make-work and dead-end jobs and for being susceptible to political abuse.

As anticipated, the Reagan administration's budget reductions cut deeply into the CETA system. The PSE program, with few vocal advocates, represented a policy philosophically anathema to the private enterprise orientation of the administration. It was discontinued in mid-year. With reauthorization pending, CETA itself was eliminated on the last day of the 1982 fiscal year. It will survive during FY 1983 only as necessary to allow for an orderly transition to its successor, The Job Training Partnership Act.

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## CETA TITLES

Two years ago, at the beginning of the 1981 fiscal year, employment and training services were provided under seven major titles and subparts of CETA. At the beginning of this past fiscal year (1982), CETA funding titles had been reduced to Title II-B, Title IV (YETP and SYEP), and Title VII.

### Title II-B, Comprehensive Employment and Training Services

This title has been the core of the CETA service system under the reauthorized Act. It has funded a variety of employment and training services and activities for the unemployed and economically disadvantaged. CETA activities provided through Title II-B include: classroom occupational skills training; other classroom training judged prerequisite for employment; on-the-job training; short-term work experience for adults as well as in-school youths. Supportive services, such as child care, medical, legal and transportation assistance have also been provided under Title II-B. It has been up to individual prime sponsors to determine the mix of services and activities to be offered to eligible residents of its area.

### Title IV

This title has been the primary source of funds for youth programs. During fiscal year 1982, youth funds were allocated through two subparts:

**Youth Employment and Training Programs.** This is the comprehensive local program for youths. Through it prime sponsors have been able to provide any of the services allowable under Title II-B, but only for persons 14 to 21. The objective of YETP has been to provide activities that enhance job prospects and career opportunities for young people, particularly low income youths who have the most difficulty entering the labor market.

**Summer Youth Employment Program.** This program has provided summer jobs for 14 to 21 year-old economically disadvantaged youths.

#### **Title VII, Private Sector Initiative Program**

This title was intended to increase the involvement of the private sector business community in the employment and training activities of prime sponsors. The title authorized the institution of Private Industry Councils (PICs) to facilitate this involvement.

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## **CETA ACTIVITIES**

The Comprehensive Employment and Training Act specifies the activities that are allowable under these funding categories, with further specification provided by federal regulations.

### **Training**

There are three major classifications of training:

**Classroom Skill Training.** This has normally been provided in institutional settings and has been designed to provide individuals with technical skills and information required to perform a specific job or group of jobs. The training may last up to two and a half years and must be in occupations where there is a reasonable chance of employment. Trainees have been entitled to allowance payments while participating. Classroom training provided to workers already employed but in low level jobs is labeled upgrading. If it is provided to displaced workers, it is labeled retraining.

**Other Classroom Training.** This has also been most frequently conducted in institutional settings. It provides basic skills needed to perform generally in the labor market, rather than in a specific job. It includes remedial education, preparation for a high school equivalency diploma, training in English as a second language, and, in some cases, school-to-work transition activities and job search training.

**On-the-Job Training.** OJT is a combination of work, orientation, and skill training conducted primarily in a private sector workplace after the participant has been hired by the employer. The objective is to provide participants the skills specifically needed to perform the job they were hired to do. The employer is reimbursed a portion of the participant's wages during the training period.

## **Work Experience**

This is a subsidized short-term or part-time work assignment with a public or nonprofit employer, designed to enhance employability through the development of good work habits and basic work skills. It was intended to be a stepping stone for persons who have never worked or who have not been working for an extended time. It has been offered as a summer or part-time in-school activity for youth, an introduction to the world of work for school dropouts, and a labor market reentry vehicle for adults.

## **Services**

CETA also authorized a range of pre-employment activities for participants with little or no labor market experience. These activities, usually more limited in intensity than classroom or on-the-job training, are included in a separate category labeled "employment and training services." They are closely related to training and often difficult to distinguish from each other.

**Vocational Exploration.** These are activities which expose participants to jobs available in the private sector through observation of workplaces, classroom instruction, and, occasionally, limited practical work experience.

**Transition Services.** These activities are intended to provide labor market information, job search assistance, needs assessment, counseling and placement for in-school youth.

**Job Search Assistance.** Job search assistance often has some of the elements of vocational exploration and transition services. Its purpose is to teach participants where and how to find jobs and what employers expect in the hiring situation.

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## **SPECIAL GRANTS TO GOVERNORS**

Under CETA, 12 percent of the available Title II funds in each state has been reserved for use by the Governor. These funds make up what is referred to as "Special Grants." In fiscal 1982, the amount allocated for Special Grants was reduced to 10.5 percent of Title II funds.

The Governor's Special Grant is intended for such purposes as: coordinating employment and training related activities in the state; assuring that duplication of services does not exist; coordinating CETA and Wagner-Peyser Act services; fostering the State Occupational Information Coordinating Committee; providing a variety of types of assistance to prime sponsors; carrying out special model training and employment programs and related services; and providing financial assistance for special programs and services designed to meet the needs of rural areas outside major labor market areas.

Special Grant funds are allocated in the following manner: six percent of the funds are set aside for vocational education activities in areas served by prime sponsors; four percent for special statewide activities; one percent to encourage coordination and linkages between prime sponsors and educational agencies; and one percent to provide staff and support services to the State Employment and Training Council.

In addition, an amount equal to five percent of YETP funds available in the state is also given to the Governor for special statewide youth services. These funds are intended for such purposes as: establishing cooperative arrangements between state and local institutions; assisting experimental programs in apprenticeship; carrying out special model employment and training programs between state agencies and prime sponsors; and providing employment and training opportunities for eligible youths who are under the supervision of the state.

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## SETC

In order to promote more effective coordination of employment and training efforts in each state CETA has required each Governor to establish a State Employment and Training Council (SETC). The membership of the council has consisted of representatives of prime sponsors, state agencies offering employment and training related services, organized labor, business, and community based organizations. Representatives of the CETA eligible population, veterans, the handicapped, and the general public are also included in SETC membership.

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**INTRODUCTION**

This section of the report provides an overview of CETA in Missouri during the 1982 fiscal year. It contains four subparts: 1) a brief look at the economic environment within which CETA programs were operated; 2) a summary of the programs and activities of the nine prime sponsors in the state—individual prime sponsor reports can be found in Part 4; 3) a discussion of the linkages between CETA programs and state agencies which have employment and training functions; and 4) the list of projects funded through the Governor's Special Grant.

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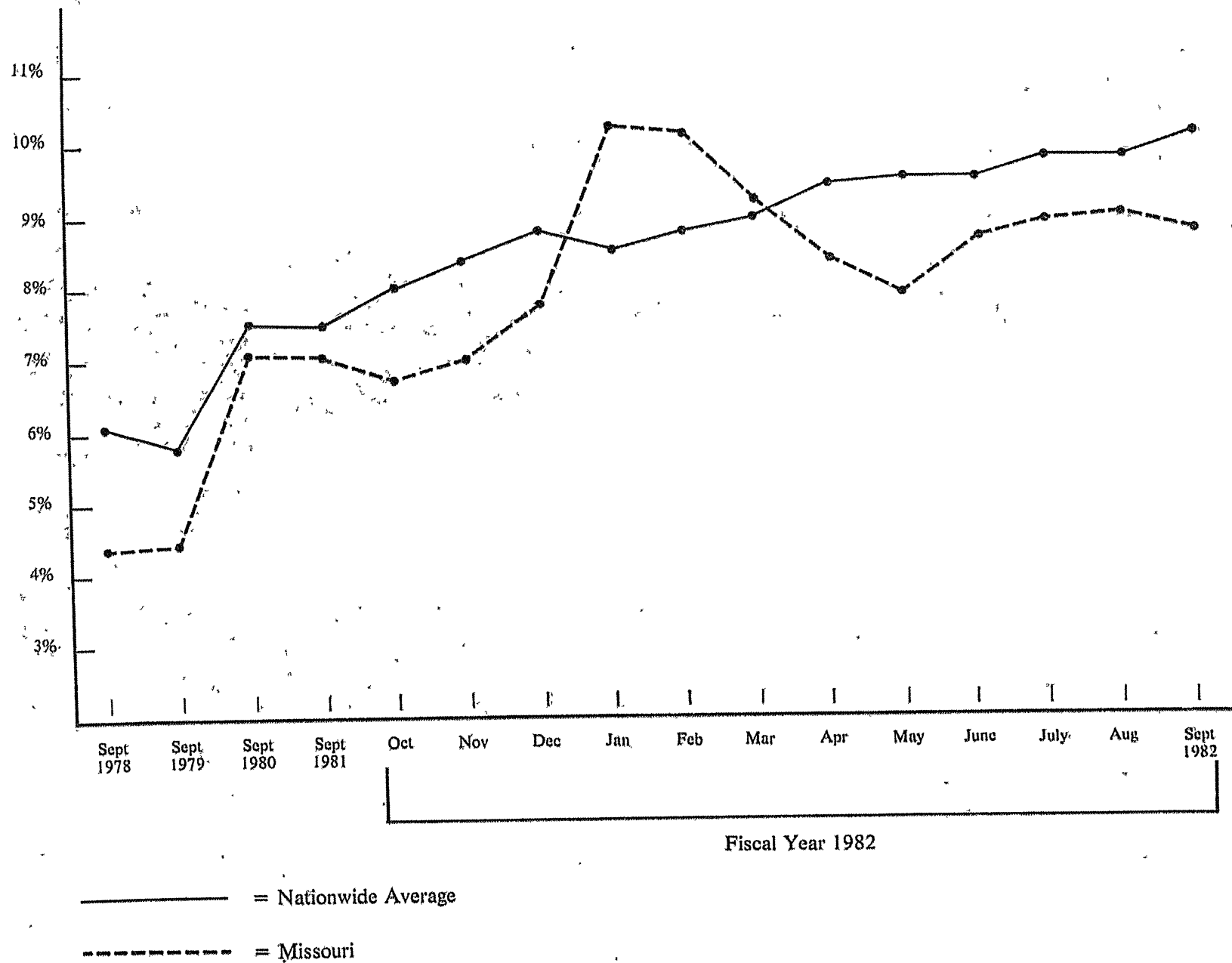
**ECONOMIC  
ENVIRONMENT**

Throughout the 1982 fiscal year, the economy remained locked in the most severe recession in half a century. Business bankruptcies and plant closings occurred more frequently than at any time since the Great Depression. The labor market remained depressed and high unemployment rates persisted throughout the year. Competition for available jobs was intense. Newly laid-off, skilled workers swelled the ranks of the job seekers. The market value of poorly educated, low-skilled workers declined even more. Monthly labor market figures regularly noted the exceptionally high unemployment rates that persisted among those segments of the population targeted by CETA. At the end of the fiscal year, the unemployment rate of young adults aged 20 to 24 exceeded 15 percent. The unemployment rate for blacks had risen above 20 percent.

The unemployment rate in Missouri generally paralleled that of the nation, remaining for most of the year slightly lower than the nationwide average (cf. Figure 1). There were 50,000 more unemployed Missouri workers at the end of the fiscal year than there had been at the beginning. Many areas in the state were especially hard hit, such as the city of St. Louis, and Franklin, Jefferson and Washington counties.

CETA program operators, seeking to place clients in jobs and in on-the-job training positions in the private sector, found the options open to them limited. Not only had the quantity of potential jobs available to CETA clients lessened, but the quality of the jobs as well. Placing program participants in productive work situations became more difficult.

Figure 1  
Unemployment Rates Nationwide and in Missouri



## MISSOURI PRIME SPONSORS

The 1982 fiscal year was a difficult one for CETA prime sponsors. Besides having to deal with a highly depressed labor market, they were also faced with major reductions in operating funds. Despite a rising unemployment rate, they saw their capacity to provide employment and training services diminish. In addition, program administrators and their staffs were confronted with fundamental uncertainties about the future of their programs.

### Participants and Expenditures

Missouri prime sponsors provided CETA services to 35,555 disadvantaged state residents in FY 1982 at a cost of \$54,466,961. Eighteen percent of these funds were used to administer the agencies. The remainder was spent on a variety of employment and training services and activities. Figure 2 provides a breakdown of program expenditures and participants for each prime sponsor.

Figure 2  
Program Expenditures and Participants

Prime Sponsor	Expenditures	Participants
City of Independence	\$ 862,598	607
Balance of Jackson County	466,312	367
Jefferson-Franklin Counties	2,292,864	2,357
Kansas City Consortium	7,248,595	4,735
City of Springfield	1,043,071	1,115
St. Charles County	1,066,344	709
City of St. Louis	6,056,713	4,792
St. Louis County	5,392,060	3,427
Balance of State	20,030,453	17,446
Total	\$ 44,459,010	35,555

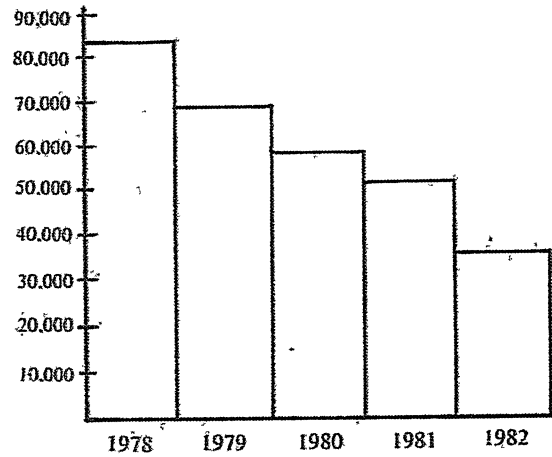
These expenditure and participant figures represent major reductions from the previous fiscal year. In fact, there has been a steady and dramatic decline in CETA expenditures and participants over the last five years. Program expenditures of Missouri prime sponsors have fallen over \$100 million since 1978 (cf. Figure 3). The number of clients served by the nine agencies in 1982 was almost 50,000 fewer than five years ago.

### Source of Funds

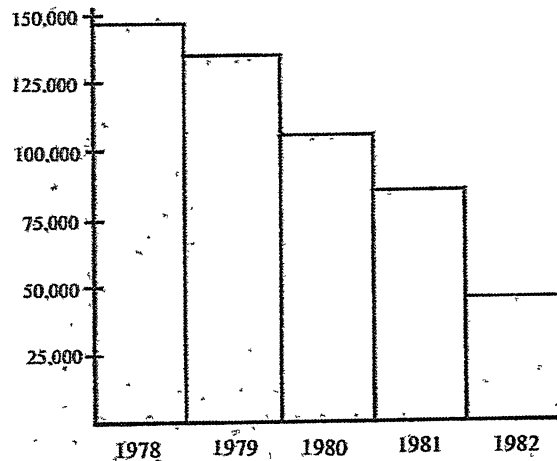
Much of the reduction in expenditures and service level between 1981

Figure 3  
Participants and Expenditures, 1978-1982

Participants Served



Program Expenditures (in thousands)



and 1982 is attributable to the elimination of public service employment. There was also a substantial decrease in Title IV youth funds (30 percent), as well as a decrease (17 percent) in Title II-B funds. Title VII funds increased slightly.

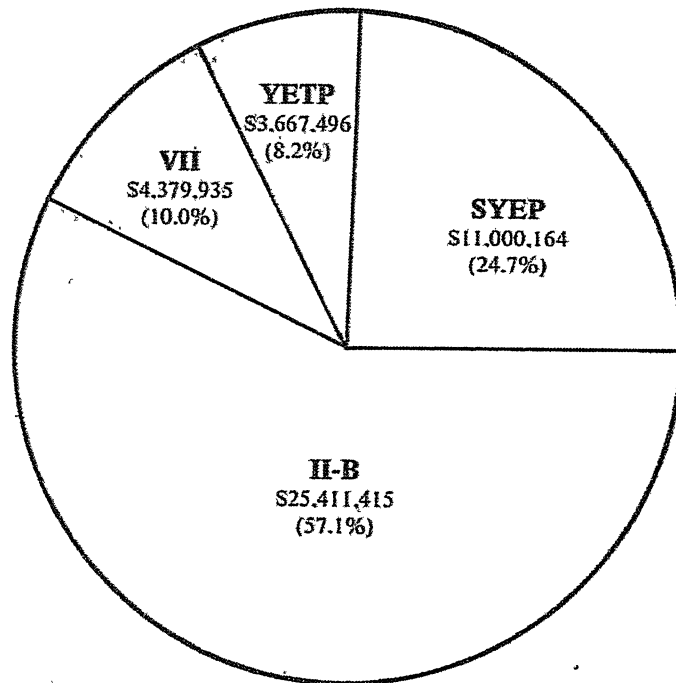
As Figure 4 shows, Title II-B continued to be the major source of CETA funds during FY 1982.

Participant Characteristics

The overwhelming number of clients served by Missouri prime sponsors were very poor. Ninety-six percent were living in poverty when they



Figure 4  
Program Expenditures by Title



applied for CETA services. Considerable emphasis was placed upon service to youth. Sixty-eight percent of all participants were 21 years of age or younger.

Figure 5 shows the proportion of clients served by what the Department of Labor has termed significant population segments (sex, race, age) during FY 1982. The table also shows how many clients served belong to various target groups prominently identified in CETA regulations.

#### Activities

Missouri prime sponsors provided a wide variety of CETA services and activities to state residents in 1982. Historically there have been major differences in the program mix employed by individual agencies, as each prime sponsor has tried to serve the needs of its people within the constraints of available resources. There were some dominant trends during this past year, however.

All prime sponsors placed considerable emphasis upon skill training, especially for adult clients. Much of this training was provided in classroom settings. The training occurred in a wide variety of occupational fields and took place at numerous public and private schools and institutions around the state.

Job upgrading and retraining has tended to be neglected under CETA.

Figure 5  
Participant Characteristics

Characteristics	Percent (N=35,555)
Sex	
Male	54 %
Female	46
Age	
14-15	12
16-19	45
22-21	11
22-44	29
45-54	2
55 and over	1
Ethnicity	
White	63
Black	35
Other Minority	2
Educational Status	
School Dropout	23
Student	38
High School Graduate	30
Post High School Attendee	9
Other Characteristics	
Public Assistant Recipient	27
Economically Disadvantaged	99
Veteran	7
Vietnam Veteran	2
Handicapped	8
Ex-Offender	8

There were no new participants placed in these activities in Missouri last year.

A substantial number of clients were placed in on-the-job training situations with private industry. Use of OJT has been declining in the last few years. During FY 1982, many prime sponsors experienced difficulty finding quality OJT positions as industry retrenched in the face of the continuing recession. Most Missouri CETA agencies have tended to rely on smaller firms for on-the-job training, and these have been particularly affected by the depressed economy. OJT

continued to be the most frequently provided activity under Title VII.

Occasionally, clients received a combination of both classroom and on-the-job training. This tended to occur in what are referred to as "customized" training situations. In these cases, the training program was designed with the needs of a particular employer in mind and often with the direct involvement of the employer in the design or delivery of the training.

Prime sponsors also provided non-occupational classroom training that was considered a prerequisite for employment. This frequently consisted of basic education upgrading. A large percentage of the people targeted by CETA for employment and training services have been found to lack basic skills required to enter skill training programs or to meet minimum industry requirements.

During FY 1982, all Missouri prime sponsors had a job search training component in their program. Many of the agencies placed considerable emphasis on this activity, and the results of these programs have tended to meet or exceed the expectations of program operators.

Work experience continued to be the most widely used CETA activity for youth. Nearly 12,000 Missouri youths participated in work experience projects through the Summer Youth Employment Program this past year. A substantial number of high school students from poor families participated in in-school work experience projects supported with Title II-B funds.

Figure 6  
Participants in Major CETA Activities

CETA Activity	Participants
Occupational Classroom Training	6,546
Other Classroom Training	2,427
On-the-Job Training	3,305
Adult Work Experience	3,349
In-School Work Experience	2,867
Other Youth Work Experience	12,815
Youth Career Employment Experience	1,251
Youth Transition Services	1,139

## Outcomes

Despite the double bind created by the depressed labor market and a deflated budget, many Missouri prime sponsors showed surprising vitality in the 1982 fiscal year. A number of program operators used this period of change as an opportunity to streamline their programs, reorganize their delivery systems, and redouble their efforts to involve the private sector. Statewide, CETA clients were placed in unsubsidized jobs at a higher rate than during the previous fiscal year.

**Job Placements.** A central goal of CETA has always been to help clients become gainfully employed. During FY 1982, 8,149 clients of Missouri prime sponsors were successful in obtaining unsubsidized, full-time jobs. Eight out of every ten jobs were with private sector businesses or industries.

Over 60 percent of the adult clients who terminated from Missouri CETA programs were placed in unsubsidized jobs. PSIP participants were most successful. The employment entry rate for these clients was 66 percent.

**Positive Terminations.** In addition to participants who obtained employment, there were many who terminated for other reasons that are considered positive. This is frequently the case for youths, for whom returning to school is often the program goal. Adults too may decide to return to school, enter the military, or enroll in another training program. All of these outcomes are classified as positive terminations.

In addition to clients who found jobs, there were 3,401 participants in Title II-B and Title VII activities and 11,385 Title IV youths who terminated positively. The statewide positive termination rate for all participants was 78 percent.

**Training.** CETA has sought to enhance the employability of disadvantaged individuals who historically have been shut out of the primary labor market. Occupational training, provided either in the classroom or on the job, has been viewed as the chief mechanism within the CETA service system to accomplish this. Skill training has traditionally been viewed as an investment in the future. CETA training has been publicly financed assistance judged to have multiple benefits. It enhances the long-term marketability of the participants and increases the likelihood of their becoming self-sufficient. By reducing situations of life-long dependency on various forms of public assistance it benefits society as a whole. Finally, it reduces the costs to private sector employers of training workers.

Viewed in the light of its potential benefits, the costs of training programs are modest. In fact, recent impact studies have found that the economic gain realized from CETA training actually exceeds its costs. One national study found, for example, that every dollar spent on OJT has returned \$2.28 in social benefits, and every dollar

spent on classroom skill training returns \$1.39 in social benefits.

As noted earlier, Missouri prime sponsors have placed considerable emphasis on skill training. During fiscal year 1982 such training was provided to almost 10,000 Missouri residents. Seven out of every ten adult clients served statewide (i.e. participants in activities funded through Titles II-B and VII, excluding in-school youths) participated in either classroom or on-the-job training programs. If the national average cited in the study above were to hold true for Missouri, we might expect that the investment made in these individuals will more than pay for itself.

**Private Sector Initiatives.** The success of employment and training programs is, of course, contingent upon the general availability of jobs. During 1982 many highly skilled, experienced workers found themselves out of work as the economy continued to sputter. Unless new jobs are created, the end result of training may be seen essentially to be the substitution of one worker for another.

Employment and training agencies have, therefore, a vested interest in the state of the local labor market and area industries. Publicly financed employment and training programs and private sector business and industry are natural partners. The needs of employers for trained workers and the needs of workers to be trained in skills which match these employer needs are clearly complementary. In order to work effectively on behalf of the economically disadvantaged client, it is necessary for employment and training agencies to be sensitive to the requirements of local industry. Moreover, involvement in economic development efforts is a natural extension of traditional employment and training activities.

It is in this light that private sector initiatives undertaken by Missouri prime sponsors during this past fiscal year may be seen as especially important and most promising. At Springfield, for example, the prime sponsor sought to have the agency become an economic development tool for the city, working in conjunction with area industry. In Kansas City, a concerted effort was made to increase the involvement of local business and industry in the CETA program. Most significantly perhaps, the Balance of State prime sponsor placed its Private Industry Council at the forefront of its private sector initiatives. PIC members were integrated into the process of policy and decision making. A concerted effort was made to link training to the needs of specific, local employers. Moreover, the Balance of State prime sponsor was an active partner in state-level economic development activities, working through the PIC and in coordination with the Governor's office and the State Division of Community Economic Development.

Efforts to establish a working relationship with area business and industry will pay dividends to individual agencies and to the state as the transition proceeds from CETA to the new Job Training Partnership Act.

## **CETA AND STATE AGENCY COORDINATION**

In Missouri significant inter-agency coordination has existed between CETA and the state Division of Employment Security and the Department of Elementary and Secondary Education. There have also been working relationships between prime sponsors and district offices of the state Division of Vocational Rehabilitation, as well as with a wide variety of local organizations, institutions, and agencies.

### **The Missouri Division of Employment Security**

From the first year of the CETA program, the involvement of the Missouri Division of Employment Security in the programs of prime sponsors has been extensive. A relationship between the Employment Service and prime sponsors has been called for in CETA regulations. In Missouri, the relationship has been more extensive than the regulations required. The Employment Service has delivered a wide variety of services for prime sponsors. These have included job service activities defined in the Wagner-Peyser Act, activities that involve purely CETA functions (intake, assessment, counseling, etc.), management information system services, and labor market analysis among others.

Because of the decentralized CETA system, the nature and extent of the coordination between the agencies has varied with each prime sponsor in the state. In some areas many CETA client services have been delivered by Employment Service staff, while in other areas the role of the Employment Service in direct services to clients has been limited. During FY 1982, the Employment Service continued to play a central role in the CETA programs of the Balance of State and the city of Springfield. In these programs, state Employment Service personnel have been heavily involved in the direct delivery of client services.

The relationship between the Employment Service and most prime sponsors did not change significantly from what it had been during the previous year. This was the case, for example, at Balance of State, Kansas City, Balance of Jackson County, Springfield, and Independence. Nonetheless, the recent trend to reduce the involvement of the Employment Service in Missouri CETA programs continued. Prime sponsors such as St. Louis County and the Jefferson-Franklin Consortium began to perform tasks in-house which were formerly subcontracted to the state agency.

### **Department of Elementary and Secondary Education**

Missouri prime sponsors rely heavily on the Department of Elementary and Secondary Education in the administration of classroom training programs. Each prime sponsor had a non-financial agreement with DESE regarding service to be provided by the agency's Manpower Training Section through the Six Percent Special Grant money. In addition, all prime sponsors except Balance of Jackson County also had a financial agreement with DESE for the administration of training programs.

As a result of these agreements, DESE administered most of the CETA vocational training programs in Missouri. This included the operation of skill centers in St. Louis, Sikeston, Columbia, Springfield, and a portion of the Kansas City Skill Center program. Also included were referrals of CETA participants on an individual and group basis to classroom training at both public and private vocational schools around the state.

#### **Other Linkages**

In addition to establishing financial and non-financial contractual arrangements with the Division of Employment Security and DESE, most prime sponsors had a working relationship with district offices of the Division of Vocational Rehabilitation. This relationship typically existed at the staff level and did not involve a formal agreement. Frequently, cooperation took the form of joint services to disabled individuals.

A number of prime sponsors also contracted with community-based organizations, area colleges, and other local agencies to provide client services. Larger prime sponsors frequently entered into written financial agreements with CBOs. The Balance of State agency, for example, contracted with community action agencies throughout the state to operate youth and adult work experience programs. The Kansas City Consortium also used community agencies extensively. A model relationship with area community colleges has been established by the prime sponsor for Jefferson and Franklin counties. Some smaller prime sponsors have had informal working relationships with local social service agencies, community mental health centers, and other community organizations for recruitment and referral of CETA applicants and for supportive services.

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## **THE GOVERNOR'S SPECIAL GRANT PROGRAM**

The Governor's Special Grant aids the employment, training, and economic development efforts of prime sponsors and the state of Missouri by addressing issues on a wider geographic and jurisdictional scope than that of local prime sponsors. The Special Grant has four parts, often referred to by their funding formulas—1 Percent, 4 Percent, 5 Percent, and 6 Percent. A general description of the Special Grant and the funding formula for each part can be found in Part 2 of this report.

During the 1982 fiscal year there were 3,681 disadvantaged residents served through the Special Grant in Missouri. A brief description of the four parts of the Governor's Special Grant and the specific projects funded through each follows.

**One Percent: Governor's Programs to Encourage Coordination and Establish Linkages with Education Agencies**

One percent funds are allocated statewide for use by program operators and within prime sponsor areas for training program costs. In fiscal year 1982 there were three projects funded with One Percent Grant money in Missouri. These projects served 85 individuals. All lived below the poverty level and were in need of assistance. Most had no source of income or financial support (one had a part-time job, eleven received unemployment compensation, and nine received some public assistance). Half of them had dependent children. None of the participants were students at the time they entered the programs. Well over half were high school graduates.

By the end of the year, 40 participants had completed their CETA programs. Thirty-one were successful in obtaining unsubsidized employment.

Projects supported by One Percent Funds were:

**1. Department of Elementary and Secondary Education**  
Allocation: \$175,000

A major outcome of this project was a model for area vocational schools to use to involve local business in curriculum planning.

**2. Center for Aging Studies**  
Allocation: \$172,193

This project developed an open-entry/open-exit program for in-home health care aides.

**3. Jefferson Community College**  
Allocation: \$102,845

This project helped coordinate educational needs with educational opportunities in the Bootheel portion of the state.

**Four Percent: Governor's Coordination and Special Services Programs**

There were 11 projects funded through the Four Percent portion of the Governor's Special Grant in fiscal year 1982. These projects provided employment and training services to 1,186 individuals across the state. A large proportion of these individuals were black (78 percent) and many were women (70 percent).

During the year 570 of these participants obtained unsubsidized jobs.



The rate of employment entry achieved by these projects was 63 percent, a relatively high figure considering that over half of the participants were high school students.

The projects supported by Four Percent Special Grant funds were:

**1. Jobs for Missouri Graduates**

Allocation: \$463,896

This program served graduating high school seniors who were disadvantaged. There were four major components: job development, job seeking, job exploration, and job placement.

**2. Metropolitan Lutheran Ministry**

Allocation: \$104,079

In this project AFDC recipients were trained to be Certified Nurse's Aides.

**3. Community Development Corporation**

Allocation: \$153,000

This project matched unemployed workers with existing employment opportunities.

**4. Council for Extended Care of Mentally Retarded Citizens**

Allocation: \$158,955

The goal of this project was to provide training to 25 mentally retarded clients in life skills and in eight skill training areas. The eight training areas were to be presented in a classroom and/or work experience environment and include: forestry, small engine maintenance, ground maintenance, food service, conservation and job readiness.

**5. Missouri Ozarks Economic Opportunity Corporation**

Allocation: \$122,938

This program trained 47 participants as nurse's aides. It targeted service to adults over 40.

**6. Project JESS (Job Experience for Special Students)**

Allocation: \$86,713

The goal of this project was to provide basic skills training and work experience to 26 mentally retarded youths. The clients were also to be taught how to get themselves to and from place of employment.

Counseling was to be provided to the participants and their families.

**7. Greater Kansas City Labor Council**

**Allocation: \$150,000**

This program was designed to provide clients with a six week classroom training program. During this time clients were to receive occupational exposure to skilled trades. Each client was also to receive basic education upgrading and job search assistance.

**8. Jewish Employment and Vocational Service**

**Allocation: \$75,117**

The goal of this project was to establish a network of service specialists for 65 clients. The planned areas of concentration were job-seeking, work experience, skill training, and job placement.

**9. Service Employees International Union Local #50**

**Allocation: \$185,000**

The objective of this project was to enroll female heads of households into a program to train them to be Certified Nurse's Aides, Certified Medical Technicians, and Licensed Practical Nurses.

**10. Greater Kansas City Labor Council**

**Allocation: \$100,000**

This project was designed to provide apprenticeship training to women. Non-traditional occupations were to be explored and clients were to receive job readiness training, strength assessment/physical fitness, and vocational counseling.

**11. City of Kinloch**

**Allocation: \$67,500**

The purpose of these funds was to help the city of Kinloch obtain planning and development assistance to qualify for a federal (UDAG) grant.

**Five Percent Governor's Youth Employment and Training Programs**

During fiscal year 1982, five projects were supported with these funds. Participants in the projects were youths from poor families (90 percent were from families living below the official poverty level). Eighty-eight percent of the youths were black. Three-quarters were

students.

The projects supported with Five Percent funds were:

**1. Greater Kansas City Labor Council, AFL-CIO**  
Allocation: \$13,084

The purpose of this project was to provide information regarding employment and training opportunities in the skilled trades as well as information concerning non-traditional employment for women. The project was also designed to support the efforts of youths wishing to explore career options on their own.

**2. Genesis School, Inc.**  
Allocation: \$30,562

This project was designed to provide a holistic approach to school. Students received formal education in addition to training in how to be successful in classroom and work settings.

**3. De La Salle Educational Center**  
Allocation: \$25,000

The purpose of this program was to provide high school dropouts the opportunity to acquire basic academic skills and pre-vocational training in a non-traditional school environment.

**4. Providence Program, Inc.**  
Allocation: \$34,659

This program provided intensive career exploration to youths followed by job placement assistance or additional training.

**5. Department of Human Resources**  
Allocation: \$25,469

This project offered high school dropouts academic training and counseling services. The project also sought to develop effective strategies for preventing youths from dropping out of school.

**Six Percent: Governor's Administrative  
Vocational Education Programs**

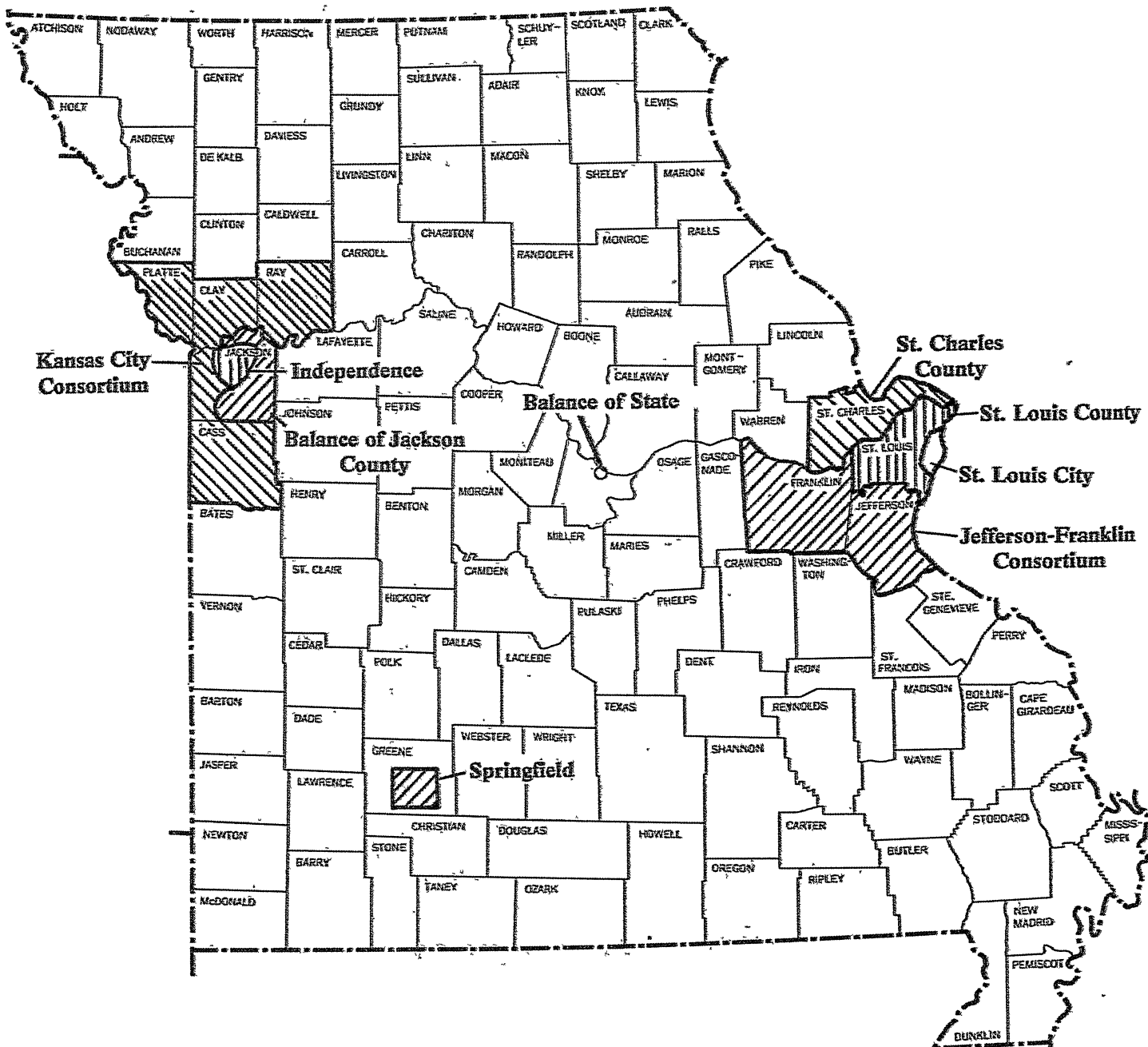
In fiscal year 1982 the Special Grant to the Governor for supplemental vocational education assistance was \$2,380,543. This was six percent of the money available to Missouri prime sponsors through Title II-B.

Funds from the Grant were allocated to the nine agencies in proportion to their share of Title II-B funds. These allocations were as follows:

<u>Prime Sponsor</u>	<u>Allocation</u>
Independence	\$ 26,937
Balance of Jackson County	26,212
Jefferson-Franklin Counties	118,183
Kansas City Consortium	295,225
Springfield	43,810
St. Charles County	55,765
St. Louis City	269,173
St. Louis County	323,746
Balance of State	907,927
State Total	\$ 2,066,978

The state Division of Manpower Planning contracted with the Missouri Department of Elementary and Secondary Education to administer these funds at a cost of \$313,565. Each prime sponsor entered into a non-financial agreement with DESE which specified how the prime sponsor wanted its funds to be utilized. Most frequently the funds were used to pay tuition costs for individual training referrals. There were 1,967 individuals who received skill training as a result of this Grant.

## MAP OF PRIME SPONSOR AREAS



## 4 PRIME SPONSOR REPORTS

### CITY OF INDEPENDENCE

The sharp cuts in CETA in 1982 were most strongly felt in the programs of smaller prime sponsors like the city of Independence. Rising unemployment and the prolonged recession made the job of employment and training agencies doubly difficult. Despite this, the Independence prime sponsor continued to operate an effective program and one that remained sensitive to the needs of individual participants.

During fiscal year 1982, Independence provided CETA services to 607 city residents. Program expenditures totalled \$862,598, a decline of 31 percent from 1981.

One area affected by the budget reduction was the prime sponsor's People Employable Program which had to be reduced in scope. Formerly PEP was a four week program operated under contract by staff at the University of Missouri in Kansas City. It was the backbone of a highly successful screening and assessment component. PEP provided clients an opportunity to clarify personal and career goals at the outset of their CETA involvement. During the 1982 fiscal year, the program was brought in-house, shortened to a single week, and its curriculum reduced. This occurred just as some of the larger prime sponsors, seeing the benefits of such an extended assessment process, instituted similar programs.

#### City of Independence Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	199	\$ 375,991
VII	111	145,934
IV-YETP	143	161,038
IV-SYEP	154	179,635
Total	607	\$ 862,598

Vocational skills training continued to be emphasized in the agency's program mix. This was judged necessary in order to equip participants with the technical skills and information needed to successfully com-

pete in the labor market. During fiscal 1982, 39 percent of the agency's participants were enrolled in skill training programs. All classroom skill training was handled on an individual referral basis.

Sixteen training institutions were used to provide various areas of training including clerical, licensed practical nursing, training for medical and dental technicians, auto mechanics, computer programming, cosmetology, and barbering among others. The training schools used were primarily private, proprietary schools. Most of the vocational skill training provided by the prime sponsor was funded under Titles II-B and VII, although some training was supported with Title IV monies.

City of Independence  
Participants in Major Activities

Activity	Number of Participants
Occupational Classroom Training	237
Other Classroom Training	96
On-the-Job Training	25
Career Employment Experience (YETP)	60
Other Work Experience	276

The prime sponsor operated a relatively small on-the-job training program in fiscal 1982. A concerted effort was made to match individual employers with individual clients in making OJT placements. Area employers were visited and on-the-job training slots developed by a member of the prime sponsor staff. Employers as well as clients were screened to determine their general suitability for on-the-job training and for the appropriateness of each particular placement. Once placed in OJT positions, the progress of clients was closely monitored.

Approximately one-third of the prime sponsor's expenditures were utilized for work experience activities. The adult work experience program was used to provide short-term or part-time work assignments for clients who had never held a job or had a limited work history. While it was occasionally used by itself, work experience was primarily intended as an intermediate step for a client before OJT or classroom training. Work experience was frequently provided in combination with GED instruction.

Work experience was also an integral part of the youth program.

An in-school work experience program, career employment experience, was funded under the Title IV Youth Employment and Training Program and provided part-time work to 60 students. Under YETP, either work experience or occupational training was provided to school drop-outs. Some of these were young offenders residing at a city half-way house. GED instruction was sometimes combined with these activities.

Some out-of-school youths participated in a winterization project supported under Title IV-YETP. The project was designed to help economically disadvantaged residents of the city, particularly the elderly and the handicapped. The materials for this project have been provided through a contract with the Kansas City Urban Affairs Department and funds from the Federal Department of Natural Resources. In addition to activities funded through YETP, the Title IV Summer Youth Employment Program provided work experience to 151 youths during the summer of fiscal 1982.

The city of Independence prime sponsor provided employment and training services at an average cost of \$1,421 per participant. Of the 607 participants, 530 terminated from the program during the year; 87 percent were positive terminations. This was the highest positive termination rate of all Missouri prime sponsors in FY 1982 and can be attributed, in part, to the on-going concern of the CETA staff who closely monitored the progress of participants. A total of 112 CETA participants were transitioned into unsubsidized employment—76 percent obtained jobs in the private sector.

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## BALANCE OF JACKSON COUNTY

The Balance of Jackson County prime sponsor serves the residents of Jackson County who live outside the boundaries of Kansas City and the City of Independence. This is a suburban and rural area of 165 square miles with a population, according to the 1980 census, of 145,469.

During fiscal 1982, the Balance of Jackson County CETA agency expended \$466,312 in providing CETA services and activities to disadvantaged county residents. Altogether there were 367 participants enrolled in the various employment and training activities administered by the prime sponsor. The majority of those served were white, however, blacks and other minorities comprised 18 percent of the agency's clientele. Males were 58 percent of all participants served while females accounted for 42 percent. Approximately two-thirds of those served by the Balance of Jackson County were 21 years of age or younger.

The agency experienced some difficulty in recruiting sufficient numbers of eligible applicants throughout the year. Other Missouri prime sponsors also saw a sharp decline in the number of people applying to their CETA programs. This situation may have been partly the result of public confusion over CETA brought about by



**Balance of Jackson County  
Participants and Expenditures**

<b>Title</b>	<b>Number of Participants</b>	<b>Expenditures</b>
II-B	153	\$ 170,571
VII	22	88,960
IV-YETP	48	48,650
IV-SYEP	144	158,131
<b>Total</b>	<b>367</b>	<b>\$ 466,312</b>

the erroneous identification of CETA with public service employment. Thus, when PSE was eliminated in 1981 many assumed CETA no longer existed.

Prime sponsor in-house staff conducted intake and certified the eligibility of applicants for CETA programs. Eligible applicants were assigned to a staff specialist on the basis of the activity in which they were to be enrolled. The staff specialist provided counseling and guidance, and monitored the progress of the participant from the development of an employability plan through program termination.

Title II-B programs were the core of the employment and training system and provided the bulk of occupational and other classroom training to enrollees. During fiscal 1982, the prime sponsor spent approximately 73 percent of its Title II-B monies on classroom training which was provided through community colleges and existing public and private vocational schools on an individual referral basis. Skill training programs were aimed primarily at health and clerical occupations. Other classroom training included adult basic education and GED classes. Some occupational and other classroom training was also supported through the Title VII Private Sector Initiative Program.

The prime sponsor funded a small OJT component under Title II-B. On-the-job training opportunities were provided to 17 CETA participants. The Missouri Division of Employment Security operated the program through a subcontract with the prime sponsor.

The Division of Employment Security was also under contract with the prime sponsor to operate the Job-Seeking Skills Training Program. This program was designed to provide participants the opportunity to develop job-seeking strategies. Some of the topics covered include exploring sources of job leads, use of telephone contact, completing

job applications, preparation of resumes, and interviewing techniques.

To meet the needs of unemployed youth in the area, activities provided by the prime sponsor focused on attainment of a high school diploma or GED, occupational exploration, and work experience. An in-school work experience program funded through Title II-B provided part-time jobs for 16 youths from families with incomes below the poverty level. The Title IV Youth Employment and Training Program targeted high school dropouts, potential dropouts, and handicapped youths. Career employment experience was emphasized, however a few youths received occupational and other classroom training. About one-third of the total funds expended by the prime sponsor in fiscal 1982 was utilized for the Summer Youth Employment Program. A total of 144 youths received summer work experience.

**Balance of Jackson County  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	77
Other Classroom Training	101
On-the-Job Training	17
In-School Work Experience (II-B)	16
Career Employment Experience (YETP)	41
Other Work Experience	152

In the 1982 fiscal year, the Balance of Jackson County prime sponsor provided employment and training services at an average cost per participant of \$1,271. A total of 288 participants terminated from the program; 66 percent were positive terminations. There were 87 CETA participants placed into unsubsidized employment—83 percent of these jobs were in the private sector. A majority of those obtaining employment were participants who had completed occupational and other classroom training programs funded under Title II-B.

**JEFFERSON-  
FRANKLIN  
CONSORTIUM**

The Office of Manpower Programs in Hillsboro operates the CETA program for Jefferson and Franklin counties. These counties are part of the St. Louis Standard Metropolitan Statistical Area (SMSA). They are predominantly rural but have been experiencing rapid population growth, especially Jefferson County which is one of the state's

"growth regions."

Despite this population growth, the employment opportunities within the counties are limited. More than half of the employed residents work outside the counties, many in St. Louis City and County. Jefferson and Franklin counties do not have a substantial industrial base, and many of the manufacturing industries located in the area (such as textiles, metals, glass, and leather) have been hurt by the prolonged recession. Layoffs were more common than new hires during FY 1982. The unemployment rates of the counties are very high.

The Jefferson-Franklin consortium has provided employment and training services under CETA since the inception of the act with good success. Despite sharp cuts in the operating budget for fiscal 1982, and corresponding reductions in the size of the agency's staff, the prime sponsor was able to provide services to 2,357 disadvantaged residents of the two counties. And in spite of the poor state of the labor market, 574 CETA participants, who entered the program with few work skills and limited work experience, were placed in unsubsidized, full-time jobs.

Jefferson-Franklin Counties  
Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	1,310	\$ 1,416,054
VII	293	246,220
IV-YETP	170	150,394
IV-SYEP	584	480,196
Total	2,357	\$ 2,292,864

The consortium's long-term goal has been to improve its effectiveness in moving economically disadvantaged, unemployed or under-employed persons into unsubsidized employment while at the same time responding, as is possible, to the needs of private sector employers. The prime sponsor's ultimate goal is to become an active partner with the private and public sector in the economic development of its jurisdiction.

To achieve these goals, the consortium designed an integrated employment and training delivery system. The prime sponsor contracted

**Jefferson-Franklin Counties  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	329
Other Classroom Training-Job Search	776
On-the-Job Training	2
In-School Work Experience (II-B)	531
Career Employment Experience (YETP)	170
Other Work Experience	642

with the Employment Service to operate its intake system for adult services. An Employment Service Office is located in each of the two counties. The applications of CETA eligible residents are referred to the Office of Manpower Programs. Prime sponsor in-house staff weigh the strengths and weaknesses of each eligible applicant in light of available programs and services. Applicants are then selected and referred to program activities. Counseling is available to all eligible applicants and participants on a regular basis. Job search assistance is available at various stages during the applicant and participant service system. The prime sponsor also offers referral to a wide range of other services which include medical service, legal assistance, and vocational rehabilitation services.

Approximately one-third of the prime sponsor's expenditures in fiscal 1982 were used for classroom training which is supported under Titles II-B and VII. All occupational classroom training consists of individual referrals to existing training institutions selected by the vocational education specialist and the participant as part of the employability development planning process.

The consortium has developed effective working relationships with the area's two community colleges. These schools, which have set up special classes for CETA participants, accounted for approximately three-fourths of all occupational classroom training enrollments. During fiscal 1982, vocationally-oriented classroom training was also provided at eight other training institutions located in the St. Louis SMSA. Clerical accounting and plant maintenance training accounted for the largest shares of enrollments in Title II-B classroom skills training programs. Training in health occupations accounted for most of the enrollments in Title VII skills training programs.

The prime sponsor contracted with the Department of Elementary and Secondary Education to centralize and coordinate all tuition payment responsibilities. Allowance payments to classroom training

participants were managed and administered by the State Employment Service under a general program services contract with the prime sponsor.

The prime sponsor contracted with the two community colleges to operate job search training programs. Jefferson College operated the job search program in Festus and East Central College, in Franklin County, operated a program in St. Clair. Participants in these programs are taught the skills and techniques necessary to successfully obtain unsubsidized employment. Job Search has been a major strength of the consortium's program. Nearly one-third of all clients served received job search training and the placement rates of participants have been good.

Work experience, especially for in-school youths from poor families, has formed an important part of the consortium's CETA program. An in-school work experience program was funded under Title II-B in which students worked 10 hours per week in addition to attending full-time school. Title IV-YETP also supported an in-school program—career employment experience. Students in this program attended school half the day and worked half the day; they received academic credit for their work experience. Participants in both in-school programs were provided with labor market information sessions. A significant number of youths also participated in the Summer Youth Employment Program. Initial intake for the in-school programs and SYEP was conducted by prime sponsor staff.

The consortium has maintained a strong commitment to the disadvantaged youths of Jefferson and Franklin counties. Two-thirds of the clients served in 1982 were 21 years of age or younger. The agency has also made a continuing effort to serve the needs of the area's handicapped. Twenty-one percent of all CETA participants last year were handicapped individuals.

The Jefferson-Franklin prime sponsor provided employment and training services at a cost of \$973 per participant. Of the 2,357 participants, 1,886 terminated from the program; 79 percent were positive terminations. The rate of employment entry for adult clients in Title II-B and VII activities was near 60 percent. Most of the jobs obtained (86 percent) were in the private sector.

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## KANSAS CITY CONSORTIUM

The participating governments which compose the Kansas City Area Employment and Training Consortium, the city of Kansas City, Missouri, and the adjoining Missouri counties of Cass, Clay, Platte, and Ray, occupy a geographic area of 2,421 square miles and contained an estimated combined population in 1981 of 626,810. Youth, minorities, and females constitute significant segments within the eligible population while groups targeted for services include youth, women, displaced workers, and public assistance recipients.

Total funding allocation under all titles was \$7,248,595. The allocation for Title II-B programs was \$4,247,795. Under Title IV, \$1,753,887 was allocated for SYEP and \$586,591 for YETP. The Title VII allocation was \$660,332. The Consortium received State Vocational Education funds in the amount of \$295,225.

Administrative authority for the consortium is vested in the city of Kansas City, Missouri. The municipality is responsible for program development, contract development and operations, and performs these functions through the Urban Affairs Department. Each member of the consortium, however, selects training services appropriate for its specific geographic areas, and recruits, certifies, and refers its own share of participants. Coordination among Consortium jurisdictions is accomplished through joint membership in the Employment and Training Planning Board, the Private Industry Council and the joint committee structure implemented in FY'82.

**Kansas City Consortium  
Participants and Expenditures**

Title	Number of Participants	Expenditures
II-B	1,859	\$ 4,247,795
VII PSIP	347	660,322
IV-YETP	460	586,591
IV-SYEP	2,069	1,753,887
Total	4,735	\$ 7,248,595

For service delivery purposes, the Consortium is divided into three program areas. The Central City Area contains approximately 320,000 people, 70 percent of the poverty families, and 16 percent of the unemployed. The Northland Area of Clay, Platte, and Ray counties and Kansas City North contain approximately 164,000 people, 16 percent of the poverty families and 22 percent of the unemployed. The Southeast Area includes approximately 145,000 people, 14 percent of poverty families and 16 percent of the unemployed. The Missouri Division of Employment Security provides intake services in the Central City and Southeast areas, while Urban Affairs staff provide intake in the Northland Area. Existing facilities utilized for service delivery include state and local employment, educational and public assistance agencies, private agencies, community-based organizations, and other public agencies.

The prime sponsor provided a full range of employment and training services: classroom skill training, work experience, combination work and classroom training, on-the-job training, and individual training at public and private educational institutions. When needed, adult basic education, GED preparation, and English as a second language were also provided to assist enrollees in overcoming employment barriers.

**Kansas City Consortium  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	1,208
Other Classroom Training	779
On-the-Job Training	137
Career Employment Experience (YETP)	240
Other Work Experience	2,563

Urban Affairs staff at The Skill Center provide testing orientation, assessment and referral services. Supportive services include counseling, vocational preparation, job search skills, job development, job placement, and follow-up.

Beginning the final month of training, participants receive from a specialized job development unit, job search skills training, motivational support and liaison to employer support to assist participants to locate and acquire meaningful and gainful employment.

Title II-B and vocational education funds were utilized to train CETA eligible participants in nine skill areas which resulted from a survey of industries in Kansas City, Missouri: cablevision installation, welding, drafting, auto body repair, building maintenance, freight transportation, business/clerical, medical assistant, and culinary arts. Individual training conducted at local public and private institutions included licensed practical nurse, electronic technician, computer operator, computer programmer, cosmetologist, barber, auto-mechanic, airplane and diesel mechanic, airplane and diesel mechanic welder, building constructions, secretary, hotel/motel manager, nurse's aide.

The YETP funded Out-of-School Youth Employment Program provided career awareness, accredited basic education, and motivational activities for youths ages 16-21. Work experience and skill training included housing rehabilitation, painting, weatherization, home repair, plumbing,

and carpentry. Youth in the In-School Youth Employment Program obtained training at community centers, schools, as well as city, county, and federal government offices. They served as day care aides, clerks, food service aides, and assisted in upkeep of parks and wild life areas.

For the nine week Summer Youth Employment Program, the Urban Affairs staff engaged in specialized worksite development using definitive criteria in work-site selection. Over 350 not-for-profit agencies provided well supervised work experience for 2,069 youth. Special components supplied enrichment programs, accredited classroom training, and work experience designed to encourage participants to continue in school. Representatives from private business and industry highlighted labor market orientations by presenting job requirements and job openings of their respective companies.

Under Title VII funding, the Private Sector Initiative Program provided opportunities for training women in non-traditional employment areas, offered instruction in construction trades for minorities and women, skill training in hotel, motel services, printing, automotive refinishing and cable installation. The Platte County Area Vocational Technical School in the Northland Area trained and graduated 11 participants in basic word processing skills.

Program Highlights of the CETA '82 program include public interest forums, CETA graduation exercises, PIC Job Fair, Skill Olympics, and Feasibility Study:

- Public interest forums to inform area residents and officials of CETA activities and obtain feedback on the legislative issues surrounding CETA replacement.
- Two CETA Graduation exercises held at the Skill Center where 507 participants received certificates.
- Business and Industry Job Fair held at The Skill Center where representatives from the private sector interviewed 146 job ready participants for potential openings.
- The Skill Olympics held at The Skill Center where enrollees in the food service training and the autobody repair units competed and demonstrated their respective skills. Area businessmen in the food and auto industries composed the panel of judges.
- A feasibility study to assess current and future demands for occupations in the private sector and to assist curriculum specialists to better match training courses offered at The Skill Center conducted jointly by Pioneer Community College and The Skill Center.



## CITY OF SPRINGFIELD

Situated in Greene County in southwestern Missouri, Springfield lies in the center of one of the state's major growth regions. Industrial development in the area has been matched by continuous population growth. With a population of 133,116 in 1980, Springfield is Missouri's third largest city.

The Springfield prime sponsor provides employment and training services to residents living within the city limits. In fiscal year 1982, program expenditures totalled slightly more than a million dollars and participants served numbered 1,115. Both figures represent sharp reductions from the preceding year. Despite this, the city's CETA program remained effective and cost-efficient.

### City of Springfield Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	582	\$ 501,402
VII	68	121,248
IV-YETP	160	176,022
IV-SYEP	305	244,399
Total	1,115	\$ 1,043,071

The Private Industry Council has been an active participant in the Springfield CETA program in recent years. It has been involved in the development of activities funded through Title II-B as well as Title VII. During this past fiscal year a major effort was made to involve private sector industry and business even more heavily in its CETA program. The Private Industry Council, the Manpower Advisory Council and the Youth Council were merged into a new, single council. This move was taken to extend the responsibilities of PIC members more fully throughout the entire CETA program and to integrate the activity of members of the other councils with those of PIC members, thereby sharpening the focus on the private sector. The new council is called the Private Industry Council on Business, Labor and Training.

One of the two local Employment Security offices is collocated with the Springfield CETA operation. The office serves as a joint intake center where applicants can be involved in CETA and/or receive regular MODES placement services. A new assessment procedure, the vocational workshop, was instituted in fiscal 1982 to better assess

the needs of applicants and to match them with the most appropriate CETA service and/or activity. The workshop was a group process that lasted two full days and followed individual interviews with staff counselors. Applicants were given help in evaluating their personal and career goals and in developing realistic job goals and expectations.

Following this two-day assessment process, applicants who would not benefit from CETA services or those for whom such services would be inappropriate were referred to in-house ES Technicians for job placement, or to area agencies which provide services to those in need of special assistance (e.g. drug treatment). Applicants judged job ready and likely to benefit from job search training were referred directly to the prime sponsor's job seeker's clinic. Applicants in need of other CETA employment and training services were placed on the caseload of the workshop counselor. An employability development plan was worked out jointly between the counselor and the new participant. The participant was then placed in a training or work experience slot (as available).

**City of Springfield  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	166
Other Classroom Training	116
On-the-Job Training	108
Work Experience	424
Career Employment Experience (YETP)	115

About 15 percent of all participants served by the prime sponsor were placed into occupational skill training programs. Most of these training programs were operated by the Springfield Skill Center (Graff Vocational Technical School). The Springfield and Balance of State prime sponsors negotiated a joint non-financial agreement with the Department of Elementary and Secondary Education to operate open-entry, open-exit classes at the center. Training areas available at the Skill Center included clerical, welding, food service management, auto mechanics, and diesel equipment maintenance and repair. In addition, the CETA agency was able to provide LPN training and training in respiratory therapy to clients on an individual referral basis. Also certified nurse's aide training was provided through a combination of classroom training and work experience at local medical facilities.

A majority of the clients who received classroom skill training were also provided basic education upgrading. For clients without high school degrees, GED instruction was available through the school system. Adult basic education was available at Graff Vocational Technical School. At times ABE preceded skill training, and at times it was provided in combination with skill training. ABE was also combined with work experience. This use of work experience/ABE was often part of an extended assessment process. The staff used it to help gauge an individual's commitment to self-improvement and to see whether inexperienced clients or those with an erratic work history would take advantage of the opportunity and develop acceptable work habits.

The on-the-job training component of the agency's CETA program was supported under both Titles II-B and VII. A diesel repair and maintenance OJT program was funded under Title VII in which participants received classroom training as part of the program. OJT slots were also developed with the Zenith Corporation. This was accomplished through collaboration with the Employment Service and Rural Missouri Incorporated, and represented the prime sponsor's first major OJT venture with a large firm. On-the-job training supported under Title II-B continued to focus on placements with smaller firms.

During fiscal 1982 the Job Seekers Clinic continued to be used as an upfront activity for clients considered job ready, and as a subsequent service for participants in other activities, such as skill training, who were not placed by the vendor agency. The prime sponsor allowed unsuccessful job hunters indefinite access to the clinic and its resources.

The city prime sponsor operated employment and training programs under Title IV-YETP for both in-school and out-of-school youths in FY 1982. In the in-school program, funds were set aside for 15-19 year olds. Work experience and weekly vocational group meetings were provided along with cooperative occupational education (COE) slots co-sponsored with local schools in which participants received academic credit.

The out-of-school component was the PLACE program (Project for Learning and Career Education). This project was considered one of the agency's major successes of FY 1982. It was initiated with funds from the Governor's Youth Employment and Training Program. Participants were provided a combination of GED instruction and work experience. Attendance figures were considered excellent and academic testing found a substantial increase in the total battery of scores. A number of participants successfully obtained GED certificates.

The prime sponsor also operated a Summer Youth Employment Program (Title IV-SYEP). Work experience and vocational information were provided to 305 youths during the summer of 1982.

During the 1982 fiscal year, the city provided employment and training services at a cost of \$935 per participant. There were 941 clients who terminated from the program during the year; 80 percent were positive terminations. A total of 346 participants were placed in unsubsidized, full-time jobs, mostly (87 percent) in the private sector.

## ST. CHARLES COUNTY

St. Charles County is one of the fastest growing counties in the state. The 1980 census placed its population at 144,107, an increase of 55 percent since 1970. The county covers an area of nearly 600 square miles and is part of the nine county, two state St. Louis Standard Metropolitan Statistical Area.

The Office of Employment and Training serves as the CETA prime sponsor for the county. Program expenditures for fiscal year 1982 totalled \$1.07 million. These funds were used to provide a variety of CETA services to 709 disadvantaged county residents. Special consideration was given to the needs of the handicapped, especially handicapped youth. Agency staff made an effort to establish linkages with local education agencies which work with handicapped students. One-fifth of all participants served in 1982 were handicapped.

### St. Charles County Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	367	\$ 596,021
VII	71	141,026
IV-YETP	99	99,720
IV-SYEP	172	229,577
Total	709	\$ 1,066,344

Intake and assessment of CETA applicants was conducted by prime sponsor staff. A point system during intake was implemented during the year to ensure priority service to applicants most in need. Agency staff also provided counseling and referral to CETA employment and training activities.

The county's program mix emphasized occupational classroom training

in fiscal 1982 in order to provide participants with marketable skills. A total of 143 participants received training in various occupational areas including computer programming and other high technology fields, the medical and dental fields, secretarial training, welding, and drafting among others. Participants commuted to training institutions in St. Louis City and County because of a lack of public skill centers or proprietary vocational schools in St. Charles County. The State Department of Elementary and Secondary Education assisted the prime sponsor in administration of its classroom training program.

The prime sponsor continued its cooperative arrangement with the Missouri Adult Basic Education Department in order to provide CETA participants who may not have graduated from high school the opportunity to receive instruction toward a General Equivalency Diploma. The prime sponsor pays for the rent, utilities, and equipment of the St. Louis County Learning Center which is located adjacent to the prime sponsor's office. The Education Department supplies instructors and materials.

On-the-job training was a difficult program component to run in 1982 because of the poor state of the economy. Nonetheless, a small, but cost effective OJT program was operated under Titles II-B and VII. A total of 123 OJT placements were made at a cost per placement of \$578. These OJT positions were most often developed with small businesses.

More than half of all clients served were youths involved in work experience activities. During the school year, in-school work experience programs were supported under Title II-B and Title IV-YETP (career employment experience). In addition, a small number of out-of-school youths were provided with full-time work experience. This activity was funded under Title IV-YETP. There were 172 participants in the county's Summer Youth Employment Program.

**St. Charles County  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	143
On-the-Job Training	123
In-School Work Experience	115
Other Work Experience	176
Career Employment Experience (YETP)	85
Employment Seminars	67
Ex-offender Workshops	9

The prime sponsor continued to operate its one-day employment seminars coordinated by a part-time worker on the prime sponsor's staff. Seminar participants received instruction in effective job search strategies. The agency also continued to support job search workshops designed for ex-offenders, probationers and parolees. In a contract with the county's Office of Probation and Parole, the prime sponsor provided funds for the program coordinator conducting the workshops.

In fiscal year 1982, the prime sponsor was successful in transitioning 124 participants into unsubsidized employment. Eighty-seven percent of these jobs were in the private sector. The positive termination rate for the agency across all programs for the year was 85 percent.

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## CITY OF ST. LOUIS

The city of St. Louis is the largest city in Missouri. It shares with other, older cities in this country's heartland a wide range of complex and interlocking social and economic problems. Yet, despite steady population decline and erosion of its industrial base, there is a spirit of revitalization present in St. Louis. Many civic, business and neighborhood groups have made significant contributions to reviving interest in city living and keeping St. Louis a major center of business and commerce.

The St. Louis Agency on Training and Employment (SLATE) is the prime sponsor responsible for serving disadvantaged residents of the city of St. Louis. During fiscal 1982, approximately \$6.06 million was expended to provide a range of CETA employment and training services to 4,792 participants. SLATE directed its CETA program toward serving minorities, female heads of households, youth (primarily minority youth), Vietnam era veterans, handicapped and the long-term unemployed older workers.

The prime sponsor's fiscal 1982 allocation was a substantial reduction when compared to funds available in 1981. The cuts in funding led to large-scale lay-offs at SLATE and reduced the level of employment and training services provided. These reductions mandated the elimination of using Employment Assistance Centers (community-based facilities) to provide outreach and initial screening of CETA applicants. During fiscal 1982, recruitment and intake services were brought in-house, except for specialized recruitment and intake by comprehensive service centers which provide services to veterans, the handicapped, the offender and ex-offender population, and older adults. Also, intake for the Summer Youth Employment Program was conducted at four city recreational centers by the Employment Service.

A significant development this year involved a contract with the State Division of Employment Security for management information system services. Information obtained from this CETA automated management information system (CAMIS) was used to select applicants

according to target groups and significant population segment categories, thus giving priority service to those most in need. CAMIS also provided useful feedback on the performance of vendors regarding the placement of CETA clients. Overall, the system allowed for more informed management and decision making.

**City of St. Louis  
Participants and Expenditures**

Title	Number of Participants	Expenditures
II-B	1,507	\$ 2,648,015
VII	148	366,050
IV-YETP	411	482,398
IV-SYEP	2,726	2,560,250
Total	4,792	\$ 6,056,713

Much emphasis was placed on occupational classroom training during the 1982 fiscal year. A total of 684 participants received skill training in a wide range of occupational areas. About half of those who received training were enrolled at the Kennedy Skill Training Center. Training was provided in open-entry/open-exit classes in auto body repair, building maintenance, business education, carpentry, machine shop, sheetmetal-manufacturing, and welding. Other participants were enrolled in private and public vocational training programs for training in several allied health career areas, the culinary arts, computer technology, secretarial skills, data entry, key punch, sales, diesel mechanics, and machinist training. Participants enrolled in occupational skills training may also be enrolled in classroom training to upgrade basic skills or to prepare for and obtain a General Equivalency Diploma. Such training is available at no cost to the prime sponsor.

A small on-the-job training component was funded under Title VII during fiscal 1982. The prime sponsor contracted with the Division of Employment Security to administer the OJT program and develop the job sites. A total of 33 participants were placed into on-the-job training positions.

Half of all program expenditures during fiscal 1982 were used to fund youth activities under the Title IV Youth Employment and Training Program (YETP) and the Summer Youth Employment Program (SYEP). SLATE maintained its ties with a number of agencies serving

youth throughout the metropolitan area. Through these linkages, the following activities were provided to youth under Title IV-YETP:

- An in-school program for youths 16-19 years of age was operated by the St. Louis Board of Education; participating students received work experience and transitional services.
- The student work assistance program operated by Providence House provided work experience for delinquent youth.
- Project JESS (job experiences for special students) provided counseling, work experience, transitional services and placement services for disabled youth.
- The 70001 project offered transitional services, GED preparation, vocational counseling, and job placement to high school dropouts.

The Summer Youth Employment Program continued to be a major element of SLATE's employment and training programs for youth. The majority of youths participating in SYEP received work experience. These youths were given assignments in clerical, teacher aide, mass media, neighborhood improvement, and similar tasks. All work experience enrollees were provided with labor market orientation. A vocational exploration program was also funded under Title IV-SYEP. Youths enrolled in this program were placed in private sector settings for shadowing and limited "hands-on" experience.

**City of St. Louis  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	684
On-the-Job Training	33
Youth Work Experience	2,740
Career Employment Experience (YETP)	168

During fiscal 1982, 4,696 SLATE participants terminated from the various employment and training activities. Seventy-five percent were positive terminations. In addition, the prime sponsor was successful in transitioning 758 participants into full-time unsubsidized employment. Most of these placements (94 percent) were private sector jobs.



## ST. LOUIS COUNTY

St. Louis County is Missouri's most populated county. The 1980 census placed the number of residents at 973,896, almost 20 percent of the state's population. The county encompasses a relatively large area (561 square miles) and contains 91 municipalities within its boundaries, as well as a sizeable amount of unincorporated area.

The Office of Employment and Training within the Department of Human Resources operates the CETA program serving residents of St. Louis County. During fiscal 1982, the agency provided employment and training services to 3,427 disadvantaged county residents, with program expenditures that totalled \$5.39 million. A full range of services was provided to CETA applicants and participants using a combination of prime sponsor staff and subcontractors. Prime sponsor staff, however, were more directly involved in client services than they have ever been in the past.

### St. Louis County Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	1,429	\$ 2,782,214
VII	214	731,003
IV-YETP	490	628,068
IV-SYEP	1,294	1,250,775
Total	3,427	\$ 5,392,060

The St. Louis County prime sponsor had a flexible, coordinated and decentralized system of operation in FY 1982. Three Employment Service offices conducted intake for adult applicants and certified their eligibility for CETA programs. From these offices, eligible applicants were referred to one of two prime sponsor client service units (CSU's) for assessment and orientation.

A new assessment and orientation component was added to the county program at the beginning of the year. It is an in-depth, seven-day process during which applicants develop personal work/career plans. Subsequently, individualized counseling is provided and an employability development plan is developed jointly by the participant and CSU staff. When CETA services are deemed appropriate, applicants are referred to CETA service providers. CSU staff also provide counseling to applicants and participants, enroll them in activities, match participants seeking employment with placement resources, and conduct

follow-up. The new assessment and orientation process has been a major program strength. Clients have been better prepared for enrollment in CETA employment and training activities. The process also sifts out those for whom CETA services are inappropriate.

The role of training in enhancing the employability and earnings of participants was emphasized in 1982. The county spent approximately 71 percent of its Title II-B funds on classroom training in a wide range of occupational areas. Twenty-five educational and training institutions throughout the county were utilized. The prime sponsor depended heavily on special class-size training programs for CETA participants designed by the Special School District. These classes were offered at two sites, the St. Louis Occupational Training Center located in Kirkwood, which is used exclusively for CETA enrollees, and the North County Technical High School. Areas of training provided by these two schools in fiscal 1982 include auto body repair, auto and diesel mechanic, clerical, data entry, drafting, food service, general maintenance, machinist training, and welding. Adult Basic Education and GED instruction were also provided at these sites.

Title VII funds were also primarily used for classroom training. This training was more specialized than what was provided under Title II-B. The county is an active member of the multi-jurisdictional Private Industry Council in the metropolitan area. Through Title VII, the county has participated in joint training programs with other area prime sponsors (e.g. training in the operation of screw machines and in the installation of cable television lines). The county has also pursued the development of customized training programs with certain private sector industries with highly specific needs.

In fiscal 1982, two new job developers were hired to develop on-the-job training slots for applicants or refer them to existing OJT slots that match their occupational interests, job desires, and abilities. Most of the OJT placements made during the year were entry level positions with small businesses. The county also provided some combination classroom/on-the-job training opportunities.

The prime sponsor continued to provide funds through Title II-B for a work release program. The program was operated under the direction of the St. Louis County Department of Welfare and was designed for sentenced and pre-trial offenders from the county's two correctional facilities. Participants in the program were provided full-time work experience in various county departments in clerical, maintenance and labor positions. They received minimum wage and were required to pay \$7.00 per day to the county for room and board.

In the beginning of the fiscal year, the prime sponsor implemented a job search program called Self Directed Job Placement (SDJP). SDJP is collocated with the prime sponsor's client service unit at the Ritenour Community Center. In the past, the prime sponsor was limited in the kinds of placement assistance it could offer participants. Now, applicants who are job-ready, in addition to those who complete

a training program but are not placed by the school or institution can be referred to SDJP. The program provides participants both information on job search techniques and structured times in which to contact employers. The program has been quite successful—midway through the fiscal year, the placement rate was 56 percent.

**St. Louis County  
Participants in Major Activities**

Activity	Number of Participants
Occupational Classroom Training	1,069
Other Classroom Training	373
On-the-Job Training	121
Career Employment Experience (YETP)	223
Other Work Experience	1,368
Transition Services (YETP)	104

Approximately one-third of the county's program expenditures were used for Title IV YETP and SYEP youth activities. Recruitment and eligibility certification for the county's youth programs was the responsibility of Youth Career Development Specialists (YCDs). YCDs are employed by the prime sponsor and are assigned with CETA-ES Technicians in local Employment Service offices. In addition, the YCDs conduct assessment and orientation (including development of EDPs), referral, and enrollment. YCDs also conduct counseling interviews with youth participants. The prime sponsor subcontracted for the delivery of all youth programs.

Through the Youth Employment and Training Program, basic education and GED instruction, work experience, and programs of training and employment services were offered to out-of-school youth. In-school youth were provided with career employment experience and transition services. A classroom training component for completers of the various YETP programs was added to the prime sponsor's fiscal 1982 program.

The major emphasis of the Summer Youth Employment Program was providing youth with useful work experience and sufficient basic education or vocational exploration to assist them in transitioning into unsubsidized employment. A total of 1,294 youths participated in the summer program. The SYEP served both students and dropouts.

In the 1982 fiscal year, the county CETA agency was successful in

transitioning 637 participants into unsubsidized employment—94 percent of these placements were in the private sector. The positive termination rate for participants in all CETA programs operated by the county was 82 percent.

## BALANCE OF STATE

The Missouri Balance of State prime sponsor is the Division of Manpower Planning, a state agency within the Department of Social Services in Jefferson City. Balance of State is responsible for the delivery of CETA services in 105 of Missouri's 115 counties.

The counties within Balance of State's jurisdiction are predominantly rural and sparsely populated, although together they contain over 40 percent of the state's population. Many of the counties have persistently high levels of poverty and unemployment. A large number have been severely hurt by the prolonged economic slump. At the end of the fiscal year, 31 of the counties had unemployment rates in excess of 10 percent (at a time when the state figure was 8.8 percent). Seven counties had rates over 14 percent, and one, Washington county, had an unemployment rate that exceeded 20 percent.

### Balance of State Participants and Expenditures

Title	Number of Participants	Expenditures
II-B	9,735	\$ 12,673,352
VII	1,080	1,879,172
IV-YETP	1,686	1,334,615
IV-SYEP	4,945	4,143,314
Total	17,446	\$ 20,030,453

Like other prime sponsors, Balance of State's funding was sharply reduced last year. Program expenditures totalled \$20,030,453, a 46 percent decline from fiscal 1981. There was a corresponding decline in the number of people the agency was able to serve. The prime's 17,446 participants in FY 1982 were about 9,000 fewer than the year before. Nonetheless, Balance of State continued to serve almost half of all CETA participants in the state.

## CETA Program and Program Development

Fiscal 1982 was not a year of major programmatic change at Balance of State. But it was a time of planning and preparation for change. Structurally and operationally, the CETA program remained basically as it had been the previous year. The network of Regional Manpower Advisory Councils (RMACs) was retained. Client services continued to be provided under contract by a variety of state, regional, and local agencies, organizations, and institutions. The Missouri Division of Employment Security, the state Department of Elementary and Secondary Education, and regional Community Action Agencies remained as principal contractors.

At the same time, steps were taken to strengthen the service delivery system for fiscal 1983. An area-by-area needs assessment was conducted and programmatic goals established for each RMAC. The outreach, intake, and assessment processes were redesigned and standardized. Service deliverers were chosen based on the merits of their bids in a selection process in which proposals were openly requested from across the state.

An area of significant development during 1982 was the Private Sector Initiative Program. Balance of State placed the state Private Industry Council at the forefront of its Title VII program. PIC members were integrated into policy and decision-making processes. Moreover, the prime sponsor was an active partner in state-level economic activities, working through the PIC and in coordination with the Governor's office and the state Division of Community Economic Development.

### Service Delivery and Agency Linkages

The Division of Manpower Planning dealt with a wide variety of service deliverers with linkages to many agencies. Coordination was maintained by DMP at the regional level with Regional Manpower Advisory Councils and by conducting regional forum activities as necessary to extend communications.

CETA teams, composed of state Employment Security personnel, continued to play a central role in the Division of Manpower Planning's delivery system. These units provided CETA processing services (intake, assessment, referral) out of district Job Service offices throughout the Balance of State area. CETA teams were also responsible for the referral of clients for classroom and on-the-job training. The work of the teams was temporarily interrupted during the year as the state Job Service, faced with budget reductions of its own, realigned staff at many of its field offices.

The Department of Elementary and Secondary Education was contracted to administer Balance of State's classroom training programs. In this capacity, the Manpower Training Section of DESE worked closely with the CETA teams, acting as a liaison to training schools and

monitoring training programs.

The Division of Manpower Planning continued to contract heavily with community-based organizations, especially Community Action Agencies, throughout the state. As in the past, these agencies were given primary responsibility for administering and operating the adult work experience program and youth activities funded through YETP and SYEP.

Other agencies involved in the delivery of CETA services to Balance of State clients included the state divisions of Vocational Rehabilitation, Family Services, and Probation and Parole, as well as the Work Incentive Program, and a wide range of community organizations. In most cases the involvement of these agencies was the result of informal, staff-level arrangements. Enhanced coordination among service providers had been established as an important objective in FY 1982. Regional forums of program operators continued to be held. In a number of areas, these forums were successful in facilitating communication and programmatic linkage among service providers.

#### Participants

The client population served by Balance of State was relatively young and, for the most part, very poor. Sixty-seven percent were 21 or younger; only 3 percent were over 45. Ninety-seven percent lived in poverty, as it is officially defined.

A large number of the participants (36 percent) were students in elementary or secondary schools. Less than half (42 percent) were high school graduates. Twenty-two percent of the participants were school dropouts.

A majority of the clients served by the prime sponsor were people who wanted to work but were unable to find a full-time job. A slightly larger number of these participants were men than women, and nearly 9 out of 10 were white. A substantial number of them could be described as among the "hard core" unemployed, often with deeply rooted and multiple problems: unemployed and poor; under-educated or poorly educated; lacking in marketable occupational skills; seldom having useful work experience; and lacking adequate job seeking skills. These types of problems make CETA clients difficult cases with which to work, more difficult, according to CETA team leaders, than other clients served by Employment Security staff.

#### Activities

Balance of State provided a full range of CETA services and activities to disadvantaged state residents during the 1982 fiscal year. The accompanying table contains a breakdown of the number of participants in major CETA activities.

**Skill Training.** A majority of clients served through Titles II-B and

Balance of State  
Participants in Major Activities

Activity	Number of Participants
Occupational Classroom Training	2,633
Other Classroom Training	186
On-the-Job Training	2,739
Adult Work Experience	2,440
In-School Work Experience (II-B)	2,205
Career Employment Experience (YETP)	149
Other Youth Work Experience	5,371
Transition Services (YETP)	1,030

VII (excluding in-school youths) received skill training either in classroom settings or in on-the-job training situations. Classroom skill training was provided in a wide array of occupations. Clients were individually referred to a large number of public and private training facilities, area vocational technical schools, and community colleges and universities around the state. In addition, large training programs were operated at skill centers located in Sikeston, Springfield, and Columbia. Areas of training at the centers included auto service, food service, machine trades, LPN, medical technicians, nurse's aide, clerical, building trades, building maintenance, machine operator, auto and diesel mechanic, and welding. In most cases the training lasted 24 to 26 weeks; an exception to this was LPN training which lasted a year. The skill centers primarily served clients who lived within the RMACs in which the centers were located.

CETA participants were also placed in class-size programs operated by 11 training schools throughout the state. Skill training was provided in such areas as LPN, nurse's aide, clerical cluster, community rehabilitation, welding, building trades, building maintenance, and heavy equipment.

At a time when other prime sponsors in the state were cutting back on the use of on-the-job training because of the economic recession, Balance of State continued to emphasize its OJT program. The Division of Employment Security operated the prime sponsor's on-the-job training program funded under Title II-B. Attention was paid to developing OJT positions with private sector employers and health care facilities. The prime sponsor contracted with Rural Missouri Incorporated to operate the Title VII OJT program.

PSIP. Balance of State met with considerable success in its Private Sector Initiative Program in FY 1982. Both the prime sponsor and

the PIC were concerned to provide participants with the type of training known to be needed by specific, local employers. A needs assessment was conducted, and a list of targeted occupations and industries were identified for each sub-region within Balance of State's area of jurisdiction. The objective was to develop on-the-job training positions which matched employer needs within each region. Efforts were also undertaken to establish customized training projects (sometimes combining classroom and on-the-job training) in which employers themselves became involved in the training process. Hiring pre-commitments were sought from employers in exchange for the specialized training services provided. The goal was to make employment the natural extension of a comprehensive program of screening and training.

**Other Classroom Training.** Basic education upgrading was also provided to clients through the prime sponsor's linkages with state vocational education and vocational rehabilitation agencies, area skill centers, local education agencies, and post-secondary institutions. Lincoln University in Jefferson City conducted a young adult education program for recent high school dropouts through a series of educational activities. At the end of a year's activities in the program, high school dropouts are able to attain their high school diploma. In addition, community-based organizations provided GED instruction and adult basic education, though without academic credit.

**Work Experience.** Work experience was a major component of the prime sponsor's program. Disadvantaged, in-school youths participated in a work experience program designed to help them complete high school. Through the adult work experience program, participants who had previously worked little or not at all were given an opportunity to discover the requirements of performing and holding a job. For some, this period of subsidized employment preceded enrollment in classroom or on-the-job training.

**Youth Programs.** Work experience also played an important role in the Youth Employment and Training Program funded under Title IV. Career employment experience and transition services were provided to in-school participants. Work experience, on-the-job training, vocational education, and additional services were provided to out-of-school participants. Programs, projects and activities operated with YEIP funds were subcontracted through community-based organizations and local education agencies.

Community Action Agencies around the state were responsible for the operation of the Title IV Summer Youth Employment Program. During fiscal 1982, nearly 5,000 youths received work experience through participation in the summer program.

#### **Outcomes**

During FY 1982, 4,663 participants in Balance of State CBETA programs obtained unsubsidized, full-time jobs. (This was 57 percent of all the



CETA job placements made in the state during the year.) Seventy-four percent of the jobs obtained by Balance of State clients were with private sector businesses or industries.

Despite the economic recession, the prime sponsor was more successful in transitioning participants into jobs in FY 1982 than in the previous fiscal year. The employment entry rate for participants in Title II-B activities was 54 percent, an increase of 4 percent from fiscal 1981. If high school students participating in in-school work experience were excluded, the entered employment rate for Title II-B participants would be over 60 percent.

The job placement rate of Title VII participants was exceptionally high. Eight out of every 10 participants who terminated from PSIP activities during the fiscal year transitioned into unsubsidized employment. The entered employment rate for this client group was more than 14 percent higher in FY 1982 than in FY 1981.

Most Title IV youths (86 percent) were successful in completing the CETA activity in which they participated and terminated positively. Across all titles and programs, the positive termination rate for Balance of State CETA participants was 80 percent.

